

SAN FRANCISCO BAY REGION DRAFT ENVIRONMENTAL MANAGEMENT

PLAN HIGHLIGHTS

ASSOCIATION OF BAY AREA GOVERNMENTS  ABAG

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**MAY 1978
UPDATE**

EXECUTIVE
BOARD
RECOMMENDATIONS

Approved
6/78



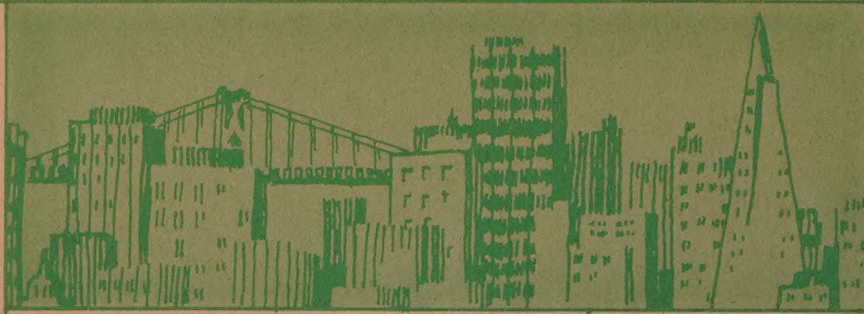
Why spend \$4.3 million to prepare an Environmental Management Plan that's going to cost hundreds of millions of dollars a year to carry out? Here's...

One good region why

"...because we're running out of places to put solid waste...we're throwing away, burying or burning a valuable resource."



"...because we still exceed air quality standards 42 days a year...and because pollution costs millions of dollars annually in damage to health, crops, and materials."



"...because we're losing job opportunities *today* — our environment falls so far below standards that some new industries are not permitted to locate here."



"...because a \$25 million shellfish industry is currently lost to us as a result of water pollution."

June 10, 1978 is drawing very close. On that date, elected officials from 87 cities and 7 counties of this region will be convened as the General Assembly of the Association of Bay Area Governments (ABAG). Their mission: to hear final arguments and then vote on an Environmental Management Plan for the San Francisco Bay Area.

In more than 170 metropolitan areas across the nation, citizens and their elected representatives are wrestling with the same sets of State and Federal health-based environmental mandates and the same kinds of local problems to solve.

The ABAG Executive Board has made its recommendations, based on endorsements from local governments and business and community groups

and on information from the staffs of ABAG, the Bay Area Air Pollution Control District (BAAPCD), the Metropolitan Transportation Commission (MTC), the San Francisco Bay Regional Water Quality Control Board (RWQCB), and the counties of the Bay Area. These recommendations — along with a staff description of the environmental conditions that now exist — are summarized in this newspaper.

From here on out, the decisions will be made by city councilmembers and county supervisors, acting in the best interests of their communities and the region. These decisions will be made at the General Assembly of the Association of Bay Area Governments, which is owned and operated by our cities and counties. Registration is at 9:30 a.m. and the public is invited (see page 4).

Why bother?

Local governments, acting through ABAG, were designated to prepare a comprehensive environmental management plan for this region by the State Water Resources Control Board, the State Air Resources Board, the State Legislature, and the U.S. Environmental Protection Agency.

The fundamental reason for preparing the plan is to reduce or solve environmental problems, but the plan is also required by State and Federal laws. The mandates for addressing these problems are contained in the Federal Water Pollution Control Act Amendments of 1972 (PL 92-500), the Federal Clean Air Act Amendments of 1977 (PL 95-95), and Section 66780.5 of the California Government Code (SB 424) 1977.

As written, the recommended plan addresses the status of our water quality, water supply, air quality, and solid waste management programs. It identifies problems, recommends ways to begin — or in many cases continue — solving them, and describes the agencies that should carry out those measures. It speaks to financing and regulation and, finally, it clarifies the continuing planning process that would update the plan annually and monitor its progress.

Why bother cleaning up the air

...when it's cleaner now than it has been in years?

Because we still exceed Federal standards 42 days a year. Because although the air may look cleaner than it used to, some of the most harmful pollutants are the ones we can't see.

Because farmers still lose millions of dollars annually due to crop damage caused by air pollution. Because we all pay out many millions of dollars to replace man-made materials (like paint, clothing or carpeting) that are damaged by air pollution.

Even in 1985, the projected "high point" in air quality, the Bay Area will not meet the very firm standards of the 1977 Clean Air Act Amendments.

Because children who live in areas of high air pollutant concentrations show a higher incidence of lead in their blood. Because the elderly, and people who are already ill, are more likely to suffer respiratory problems when the air is bad.

Air pollution is the region's worst environmental problem, even though air quality has been improving since about 1965. Because even more control programs are already scheduled, this trend should continue until about 1985. At that point, regional growth will overwhelm the benefits brought by current or planned controls.

ABAG, MTC and BAAPCD project that air quality will deteriorate after 1985. Even in 1985, the projected "high point" in air quality, the Bay Area will

not meet the very firm standards of the 1977 Clean Air Act Amendments.

The air quality problem is a tough one. It is tough because the pollutants come from so many sources, many of which are already being controlled to a degree. And it is tough because so many different levels of government are responsible for different parts of the problem.

The Federal and State governments control emissions from vehicles. The State Air Resources Board and the Bay Area Air Pollution Control District control emissions from factories and commercial establishments. BAAPCD may cite vehicles emitting excessive smoke. The Metropolitan Transportation Commission has various controls over transportation, which affects vehicle emissions. And cities and counties control land use, which affects the amount of air pollution caused by traffic.

Why bother cleaning up the water

...when we've already spent millions on treatment plants resulting in a Bay that — in many areas — is already safe for swimming?

Because often during the year, shellfish and the waters overlying shellfish beds are contaminated. There is an abundant shellfish resource in the Bay — potentially a \$25 million per year industry providing many jobs — but the use of that resource is restricted because of the threat to public health.

... people today throw everything from discarded furniture to paint to crankcase oil into those same gutters — and into that same Bay.

Water pollution results from vessel wastes, spills, and municipal and industrial sewage discharges. It also results from surface runoff. Leaves and dirt are washed by storms from gutters into sewers, and from there into catch basins and eventually the Bay. And people today throw everything from discarded furniture to paint to crankcase oil into those same gutters — and into that same Bay.

We need to know more about the effects of pollutants in our water supply and in the Bay. We already know that there are cancer-like growths on mussels, and that the Dungeness crab has virtually disappeared from the Bay.

We also know that the flow of fresh water out of the Delta into the Bay may be reduced in the future. Furthermore, a drain to carry agricultural wastes from the central valley to the north bay is being considered. Both could cause problems.

San Francisco Bay is a unique economic and recreational resource. We need to continue the progress that has already been achieved in cleaning up municipal and industrial discharges, and we must protect the Bay from the potentially devastating effects of pollution from other sources.

Why spend money on garbage?

...Because today we are throwing away a potentially valuable resource. In 1975 we could have recovered from our solid waste 200,000 tons of ferrous metal from tin cans — equivalent to the steel in 125,000 medium-sized cars. And we

threw away as much aluminum as there is in 100 jumbo jets.

Unfortunately, there are not yet any dependable markets for the materials recovered from our solid waste.

ABAG Executive Board Recommendations

It's clear that some kind of environmental management plan is needed if we are to have both a healthy and economically sound region. But the specific recommendations that make up a final plan are up to you...and to the local elected officials who will represent you at ABAG's General Assembly on June 10.

There are numerous policy recommendations and specific actions proposed for inclusion in the final Environmental Management Plan. The following list of proposed recommendations is intended to give an idea of the *kinds* of proposals that will be voted on by your elected officials. For a full list of all recommended policies and actions, consult the *ABAG Executive Board Recommended Plan* document and the list of changes recommended by the EMTF. (See Page 4 for information on how to get this and other plan documents).

Water quality

Recommendations being considered as part of the water quality management plan include:

- Improve understanding of the Bay-Delta system and the fate and effects of pollutants entering it. This would be accomplished through the establishment of a San Francisco Bay Delta Research Council which would advise on research and regionwide monitoring.
- Establish a continuing planning process for water quality management.
- Reestablish recreational and commercial shellfish harvesting in San Francisco Bay.
- Complete the present municipal and industrial wastewater facilities construction program.
- Begin surface runoff control programs to reduce the amount of pollutants carried into waterways by stormwater runoff.
- Improve wastewater disposal practices in unsewered areas through the establishment of standards for on-site disposal systems.
- Monitor the effectiveness of existing arrangements for preventing and cleaning up oil and chemical spills.
- Reduce sewage pollution from small boats in marinas, harbors and environmentally-sensitive areas.

Solid waste

For solid waste management, the following actions are recommended:

- Carry out county solid waste management plans and improve existing practices of landfilling wastes.
- Initiate studies and demonstration projects of material and energy recovery from wastes.
- Establish Federal, State and local programs for public education and development of markets for recycled materials.
- Construct facilities for the handling and beneficial use of wastewater solids (sewage sludge).
- Enforce regulations for the safe and proper handling of hazardous wastes. Establish disposal site criteria and identify potential disposal sites for hazardous wastes.

Water supply

The following recommendations are being considered for inclusion in the

The Bay Area generates about 11 million tons of solid waste each year. About 4.2 million tons are agricultural (crop wastes and animal manure) and are returned to the soil. The remaining 6.8 million tons are disposed of in landfills. The region has about 60 active landfill sites, but many of these will soon be full.

There are still too many unanswered questions about large-scale energy recovery.

... and we threw away as much aluminum as there is in 100 jumbo jets.

water supply management Plan:

- Form a water management coordinating council, consisting of major water and wastewater agencies in the region. The Council would provide a forum for handling regional water supply issues.
- Construct wastewater reclamation projects which can produce water at a cost equal to or less than that of new supplies.
- Begin long-term water savings programs to eliminate wasteful use of water in homes, businesses and agriculture.
- Construct needed new water supply projects, including ties between existing systems.

Air quality

Recommendations being considered for the air quality maintenance plan fall into three general categories: technological controls on stationary and mobile sources of pollution, and controls on transportation.

Technological controls include:

- Paints and coatings that are water based and/or those that have a high solids content.
- Improved technology for storage and transfer of organic liquids.
- Use Best Available Control Technology (BACT) on new and existing hydrocarbon sources of pollution.
- Continue the review of new and modified industrial and commercial facilities (New Source Review/NSR).
- Adopt more stringent vehicle exhaust emission controls, and implement mandatory annual motor vehicle inspection/maintenance programs.

Transportation controls include:

- Require provision of preferential parking for carpools.
- Maintain and upgrade existing rail transit service and provide additional transit service, additional bus and carpool lanes and/or ramp metering on freeways.
- Develop more extensive bicycle systems.

The above measures are designed to *reach* Federal air quality standards by 1987. In order to *maintain* the standards (also required by the law), the ABAG Executive Board recommended that the additional measures below should be reviewed to select specific control measures, taking into account economic and environmental factors.

- Reduce emissions from small gasoline engines.
- Reduce emissions from off-highway vehicles.
- Further reductions in auto emissions
- Additional public transit

Originally, land use controls including 64 separate actions were proposed. Their purpose was to encourage compact growth in the region, reduce urban sprawl, reduce the need for long-distance auto commuting, and thereby reduce air pollution. The Executive Board deleted all land use measures from the plan.

ery technology to make this a realistic short-term alternative.

Finally, the methods of handling hazardous wastes are sometimes inadequate. In addition, there are only three existing sites suitable for hazardous waste disposal, and we are not certain about future disposal needs.

Why worry about water supply

...when we've had enough rain already in 1978 to end any worries about a drought?

Because even if rainfall returns to normal, our problems with water supply are not going to go away. The population of the Bay Area is increasing, and that means an increase in the demand for water.

We have to think about continued conservation — even if there are no more droughts in this century. Or, if we want to plan our water supply so that no conservation is necessary even if a drought this serious reoccurs, then estimates of what our existing and planned water supply systems can provide must be reevaluated.

Our water supply system is complex, involving 83 agencies and 7 major independent systems. Five new projects are in various stages of development by separate agencies. From a regional perspective, these systems will produce an abundance of water; but because major agencies are independent and systems are not linked together, it is not valid to consider the region's water supply operations as a single system.

Using reclaimed wastewater is one way to save water and at the same time save money. But there are still uncertainties about the health effects of reclaimed wastewater, and these questions must be answered before such projects can begin on a large scale.

Why develop a plan?

Because our environment falls so far below standards that some new industries are not permitted to locate here. One way to buck that trend is to clean up our air enough through other kinds of control measures that more new industries can locate here than might otherwise be allowed.

ABAG has expressed its concern that industry should not be blocked from locating in the Bay Area simply because the region has failed to meet the very firm standards of the Clean Air Act.

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The Bay Area has been given assurances from the U.S. Environmental Protection

Agency that this region will not suffer economically for being the *first* region in the nation to develop a comprehensive, workable environmental management plan. And the local elected officials of the region who will vote on such a plan in June will continue to work for the economic vitality of the Bay Area.

Why adopt a plan?

Because our economic well-being and the very quality of our life in the Bay Area depend upon a clean environment. Because the Bay Area is a highly desirable place to live and work, and it's important to keep it that way.

Fortunately too, most of the "costs" shown in the plan are not new costs at all. Instead, they involve continuing work such as solid waste collection and construction of new sewer treatment plants.

Why should local governments adopt a plan?

Because *someone's* going to establish environmental controls in this region...it's the law. And because these decisions can best be made *here*, by local elected officials and Bay Area citizens who are sensitive to the special conditions in each part of the Bay Area, rather than by single-purpose agencies representing Sacramento or Washington.

... because regional adoption of an Environmental Management Plan is one way to slow down — or perhaps even reverse — the erosion of local power by a flood of Federal and State regulations.

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And because future Federal funds for sewers, highways or public transit may well depend upon having an approved plan.

What's next?

APPROVAL. Many public agencies must approve the plan before it can become effective. These remain:

Regional Water Quality Control Board
Metropolitan Transportation Commission
Bay Area Air Pollution Control District
ABAG General Assembly
State Water Resources Control Board
State Air Resources Board
State Solid Waste Management Board
U.S. Environmental Protection Agency

In addition, before EPA will approve the plan, agreements must be obtained from each agency named in the plan as a "management agency". Management includes planning, monitoring, regulation, construction, and operation.

IMPLEMENTATION. The plan would be carried out by existing governmental entities under existing powers and authorities. No new agencies and no new authorities would be necessary. More cooperation is needed, and called for, however.

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CONTINUING PLANNING. The process used in developing and approving this plan would be repeated each year. Annually, the plan would be updated, to make sure that it reflected the most current information available. The update would be guided by the Environmental Management Task Force or its successor. ABAG would have primary responsibility for coordinating the update, but other agencies would be involved — as they have been in the past.

Get involved

You can help ABAG make a workable plan for the San Francisco Bay Area by letting your city and county officials know your opinions. *Here's how:*

CONTACT your city council or county board of supervisors. Your local elected officials are the ones who will represent you at ABAG's General Assembly. Many city councils and boards of supervisors are holding their own public discussions on this plan. Discuss your thoughts with them, and let them know how you feel.

This newspaper is intended only to provide a brief description of what the Environmental Management Plan is all about. We urge you to read the plan carefully. Copies are available for public inspection at your city manager's or county administrator's office and at your local library. You may also order copies of any of the plan documents from ABAG:

Full Draft Plan - Volume I (12/77)

Draft Plan Summary (12/77)

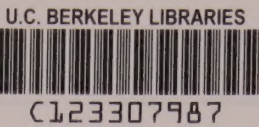
Draft Plan Recommendations (12/77)

Full Draft Plan - Volume II (Draft Environmental Impact Report and Index of Agency Responsibilities) (12/77)

Draft Environmental Impact Report (Portion of Vol. II) (12/77)

Report of EMTF Recommendations (3/78)

For information, call ABAG at (415) 841-9730.



ABAG General Assembly

June 10 ABAG GENERAL ASSEMBLY FINAL DEBATE AND ACTION ON EMP: 9:30 a.m., Santa Clara County Board of Supervisors Chambers, 70 West Hedding St., San Jose. Open to the Public.

Who will carry out the plan?

The Environmental Management Plan names the agencies that will carry out its policies and actions. It also describes the process for implementation and continuing planning. The most important aspects are these:

1. The role of ABAG is not changed. ABAG is designated to continue its present role as a planning and coordinating agency.
2. The plan relies wholly on existing agencies for implementation. No new agencies are created nor will be created in the foreseeable future.
3. The plan relies on existing powers of governmental agencies throughout. The Regional Water Quality Control Board, for example, is scheduled to continue its water quality planning and enforcement responsibilities. As part of the surface runoff plan, cities and counties will operate street sweeping programs as they do now.

The Bay Area Air Pollution Control District and the Metropolitan Transportation Commission maintain their current activities to improve air quality.

4. In a few cases, adequate legal authority to carry out the plan is not yet available. The plan therefore contains recommendations for Congress and the California Legislature. Corrective legislation may be required, for example, to streamline the permit process for solid waste management projects.
5. The plan is flexible. Schedules and responsibilities can be adjusted as part of the continuing planning process.
6. Financing will make maximum use of Federal and State money. Local governments are asked to provide less than 5% per resident annually from their own funds.

Many regional and state agencies must approve the plan before it goes to EPA for approval. The schedule has not yet been set. Call ABAG to get the latest information about where the plan stands in the review process.

ABAG HOTLINE - information on State and Federal review of the plan (415) 841-9730

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OF BAY AREA
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